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REPORT
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PROVIDING THE SECRETARY OF AGRICULTURE AUTHORITY REGARDING THE SALE OF STERILE SCREWWORMS

FEBRUARY 27, 1990.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. DE LA GARZA, from the Committee on Agriculture, submitted the following

REPORT

[To accompany H.R. 4010]

[Including cost estimate of the Congressional Budget Office]

The Committee on Agriculture to whom was referred the bill (H.R. 4010), to provide the Secretary of Agriculture authority regarding the sale of sterile screwworms, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

BRIEF EXPLANATION

The bill will authorize the Secretary of Agriculture, independently or in cooperation with any foreign government or any international organization or association, to produce and sell sterile screwworms to any foreign government or to any international organization or association, if the Secretary determines that the protection of livestock and related industries of the United States will not be adversely affected.

The bill will also provide for depositing the proceeds of the sales attributable to the United States to the appropriation for the facility that produced the screwworms.

PURPOSE AND NEED

One of the worst insect pests to afflict livestock animals and occasionally humans is the screwworm. Screwworms are the larva of any of several flies found in the Western Hemisphere that infest open sores or wounds of warm-blooded animals, including humans.

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This flesh-feeding parasite presents a serious threat to livestock production wherever it becomes established.

Through a broad and intensive cooperative effort by the Federal Government and the U.S. livestock industry, the screwworm was finally eradicated from the United States by 1982. In that effort, and to ensure that this pest does not again become a problem in the United States, the Federal Government has spent $800 million over the past 18 years to finance eradication efforts in the United States, Mexico and several Central American nations. The U.S. Department of Agriculture (USDA) has estimated that if the crewworm eradication effort had not been undertaken, the parasite would have inflicted $350 million annually in costs to the U.S. livestock industry.

Central to the success of eradication efforts south of the U.S. border has been the release of sterile screwworm flies (*Cochliomyia hominivorax*) in infested areas. The sterile flies mate with the existing, normal screwworm flies, but produce no offspring. This form of biological pest control gradually diminishes the population of flies and eventually eradicates the screwworm fly altogether from the area.

The only facility in the world which currently produces sterile screwworm flies is operated by the Mexico-U.S. Screwworm Eradication Commission based in Tuxtla Gutierrez, Mexico. This facility was founded in 1976 and is operated jointly by the USDA and Mexico's Secretariat of Agriculture. In 1989 this facility produced about 14 billion sterile flies for biological control projects in Mexico and the participating Central American countries.

In a January 3, 1990 letter to the Honorable Thomas Foley, Speaker of the House of Representatives, the Secretary of Agriculture informed the Congress that screwworms were reported in North Africa last year, the first such detection of the pest outside the Western Hemisphere. The Committee is very concerned about the spread of such a serious pest and the potential impact on animal disease control efforts.

Furthermore, the devastation that could result from this pest could lead to a need for additional requests for foreign assistance to meet food aid and public health concerns in a region of the world already burdened with over $140 billion in foreign debt.

H.R. 4010 would provide the necessary authority for the USDA, or the USDA working through the Commission, to sell sterile flies to the Food and Agricultural Organization (FAO) of the United Nations to help combat the pest in North Africa.

U.S. taxpayers contribute more than $30 million annually as the United States' share of funding for the Mexico-U.S. Screwworm Eradication Commission (80 percent is funded by the United States and 20 percent by Mexico). To ensure that U.S. taxpayers are not further burdened by the costs associated with eradicating the screwworm, the Committee has determined that the proceeds attributable to the United States of any sale of sterile screwworms be deposited into the U.S. Treasury and credited to the appropriate account used to pay the expenses of operating the sterile screwworm-rearing facility. Language to this effect is included in H.R. 4010.

Finally, there is an element of urgency to the need for action on this bill. In order to most effectively combat the screwworm infestation in North Africa, the FAO should act rapidly before the dry season ends. Previous research in Texas and Mexico has shown that eradication efforts are more successful during the dry season than during the more wet and humid season. H.R. 4010, if approved by the Congress and signed by the President, would allow FAO eradication efforts to be successfully conducted and protect the people and food supply of the African continent.

Section-by-Section Analysis

The bill will amend the Act of February 28, 1947 (61 Stat. 7; 21 U.S.C. 114b et seq.) to—

(1) provide that that Act may be referred to as the "Animal Disease Control Cooperation Act of 1947"; and

(2) make technical and conforming changes.

In addition, the bill will add a new section 3 to that Act that will authorize the Secretary of Agriculture—

(1) notwithstanding section 1 of that Act, to produce and sell sterile screwworms to any foreign government or to any international organization or association, if the Secretary determines that the protection of livestock and related industries of the United States will not be adversely affected by such production and sale;

(2) to produce and sell the sterile screwworms independently or in cooperation with any foreign government or any international organization or association; and

(3) to provide for the sale of the sterile screwworms under such terms and conditions as the Secretary considers appropriate.

The proceeds of the sales—

(1) if the Secretary independently produces and sells the screwworms under section 3(a) of that Act, must be deposited in the Treasury of the United States and be credited to the appropriation from which the operating expenses of the facility producing the screwworms have been paid; or

(2) if the Secretary produces and sells screwworms in cooperation with a foreign government or an international organization or association, must be divided between the United States and that government, organization, or association, as determined by the Secretary, and the United States portion of the proceeds must be deposited into the Treasury of the United States and be credited to the appropriation from which the operating expenses of the facility producing the screwworms have been paid.

Committee Consideration

The Committee on Agriculture met on February 20, 1990 in full Committee session to consider H.R. 4010. Chairman de la Garza provided a brief explanation of the provisions of the bill.

Without objection, the bill was ordered reported to the House with the recommendation that it do pass.

ADMINISTRATION POSITION

At the time of the filing of this report, the Committee had not received a report from the U.S. Department of Agriculture concerning H.R. 4010, to provide the Secretary of Agriculture authority regarding the sale of sterile screwworms.

Following, is an Executive Communication from Clayton Yeutter, Secretary of Agriculture, to Thomas Foley, Speaker of the U.S. House of Representatives regarding a draft bill "To give the Secretary of Agriculture authority, independently or in cooperation with the Government of any country of the world or with any international organization or association, to produce and sell sterile screwworms to the Government of any country of the world or to any international organization or association":

DEPARTMENT OF AGRICULTURE,
OFFICE OF THE SECRETARY,
Washington, DC, Jamuary 3, 1990.

Hon. THOMAS FOLEY,
Speaker of the House,
Washington, DC.

DEAR MR. SPEAKER: Transmitted herewith for the consideration of the Congress is a draft bill "To give the Secretary of Agriculture authority, independently or in cooperation with the Government of any country of the world or with any international organization or association, to produce and sell sterile screwworms to the Government of any country of the world or to any international organization or association."

The Department of Agriculture (USDA) recommends that the draft bill be enacted.

The draft bill would authorize the Department, independently or in cooperation with other countries or international organizations or associations, to produce sterile screwworms (*Cochliomyia hominivorax*) to sell to other countries or international organizations or associations. The draft bill also would require the proceeds of any sale of sterile screwworms to be deposited into the United States Treasury and credited to the appropriation account that is used to pay the expenses of operating the sterile screwworm rearing facility. The bill makes it clear that such sales may not be made if their effect would be to erode protection of U.S. agriculture.

The screwworm is a flesh-feeding parasite that attacks all warm-blooded animals. The pest presents a serious threat to livestock production wherever it is established. It can also have serious public health impacts. Screwworm was declared eradicated from the United States in 1982, and in recent years we have spent millions of dollars to eradicate the screwworms in Mexico and southward toward Panama in hopes of eradicating this devastating pest from North and Central America to provide additional protection to U.S. livestock producers. Part of the eradication program involves the release of sterile screwworm flies in infested areas. The sterile flies mate with existing populations, but produce no offspring. The population of flies diminishes and eventually disappears altogether. Currently, the only facility which mass produces sterile screwworm flies is a plant in Tuxtla Gutierrez, Mexico. The

plant is operated by the joint Mexico-U.S. Screwworm Commission (Commission).

Recently, screwworms were reported in North Africa. This is the first detection of screwworms outside the Western Hemisphere. The presence of the pest there causes serious concern because of the potential for it to spread to middle eastern and southern European countries bordering the Mediterranean Sea, and eventually down the Nile River Valley into Central Africa. If allowed to spread, the screwworm would become the most devastating livestock and wildlife pest on the African Continent. The effect on human health would also be tremendous, particularly in those countries where drought and famine have already weakened the population. The devastation this pest would cause would inevitably lead to a need for additional foreign assistance in the areas of food aid and public health throughout the region. Nor is the threat limited to this region alone. The constant movement of people and goods throughout the world could lead to the introduction of screwworm into any country. Granting the authority contained in the draft bill would allow the Department, or the Department working though the Commission to produce and sell sterile screwworms to any country or organization in the world for use in eradicating screwworms infestations.

Shortly after the screwworms were reported in North Africa, the Food and Agricultural Organization (FAO) of the United Nations began to develop a program to combat the parasite. The program is to include an information and education campaign, epidemiological studies, and eradication activities. In June 1989, the FAO requested the support of the Commission through the sale of sterile flies to FAO for use in eradication efforts. The proposed legislation would provide the necessary authority for the Department, or the Department working through the Commission, to sell sterile flies to the FAO.

A similar letter is being sent to the President of the Senate.

The Office of Management and Budget advises that there is no objection to the presentation of this proposed legislation from the standpoint of the Administration's program.

Sincerely,

JACK PARNELL,
(For Clayton Yeutter, Secretary).

Enclosure.

A BILL To give the Secretary of Agriculture authority, independently or in cooperation with the Government of any country of the world or with any international organization or association, to produce and sell sterile screwworms to the Government of any country of the world or to any international organization or association.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of Agriculture is authorized, independently or in cooperation with the Government of any country of the world or any international organization or association, to produce and sell sterile screwworms (*Cochliomyia hominivorax*) to the Government of any country of the world and to any international organization or association. The Secretary is authorized to charge and collect for such

screwworms in such manner as the Secretary deems appropriate. If the Secretary of Agriculture produces and sells such screwworms independently, the proceeds of the sale shall be deposited into the Treasury of the United States to the credit of the appropriation charged with the operating expenses of the facility producing the screwworms. If the screwworms are produced and sold in cooperation with the government of another country or an international organization or association, the proceeds of the sale for such screwworms shall be divided, as deemed appropriate by the Secretary of Agriculture, and the United States portion of the proceeds of the sale shall be deposited into the Treasury of the United States to the credit of the appropriation charged with the operating expenses of the facility producing the screwworms. Screwworms may be sold pursuant to this authority only if the Secretary determines that protection of the livestock, poultry, and related industries of the United States will not be adversely affected thereby.

BUDGET ACT COMPLIANCE (SECTION 308 AND SECTION 403)

The provisions of clause 2(l)(3)(B) of rule XI of the Rules of the House of Representatives and section 308(a) of the Congressional Budget Act of 1974 (relating to estimates of new budget authority, new spending authority, or new credit authority, increased or decreased revenues or tax expenditures) are not considered applicable. The estimate and comparison required to be prepared by the Director of the Congressional Budget Office under clause 2(l)(3)(C) of rule XI of the Rules of the House of Representatives and section 403 of the Congressional Budget Act of 1974 submitted to the Committee prior to the filing of this report are as follows:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, February 26, 1990.

Hon. E DE LA GARZA,
Chairman, Committee on Agriculture,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 4010, a bill to provide the Secretary of Agriculture authority regarding the sale of sterile screwworms, as ordered reported by the House Committee on Agriculture on February 20, 1990. CBO estimates that enactment of this bill would result in no net cost to the federal government or to state and local governments.

H.R. 4010 authorizes the Secretary of Agriculture to sell sterile screwworms to a foreign government or international organization to further the aims of the 1947 legislation to help suppress communicable animal diseases. Proceeds form any such sales shall be credited to the appropriation from which the operating expenses of the facility producing the screwworm have been paid. Based on information from the U.S. Department of Agriculture (USDA), CBO expects that the Secretary would use this authority only if advance payments have been made to cover any added costs.

The Animal and Plant Health Inspection Service (APHIS) of USDA currently produces sterile screwworm flies, jointly with the Mexican government, in a plant in Mexico. This legislation would

allow expansion of production to meet the needs in other countries. USDA intends to provide such sterile flies to the Food and Agriculture Organization (FAO) of the United Nations for distribution in other countries, only if funding to cover both the plant expansion and increased production costs is provided by the FAO. A trial shipment could be made shortly if FAO funding is provided and full-scale production to meet FAO requirements could be available by August. Transportation of the flies from the plant to recipient countries would be handled and funded by the FAO. Full production costs are likely to be between $12 million and $25 million.

This bill does not appropriate additional funds, and no additional use of already appropriated funds by APHIS is expected as a result of this bill.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Eileen Manfredi, who can be reached at 226-2860.

Sincerely,

ROBERT F. HALE,
(For Robert D. Reischauer, Director.)

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(l)(4) of rule XI of the Rules of the House of Representatives, the Committee estimates that enactment of H.R. 4010, will have no inflationary impact on the national economy.

OVERSIGHT STATEMENT

No summary of oversight findings and recommendations made by the Committee on Government Operations under clause 2(b)(2) of rule X of the Rules of the House of Representatives was available to the Committee with reference to the subject matter specifically addressed by H.R. 4010.

No specific oversight activities other than the hearings detailed in this report were conducted by the Committee within the definition of clause 2(b)(1) of rule X of the Rules of the House of Representatives.

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, and existing law in which no change is proposed is shown in roman):

AN ACT To authorize the Secretary of Agriculture to cooperate with the Government of Mexico in the control and eradication of foot-and-mouth disease and rinderpest

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. COOPERATION IN ANIMAL DISEASE CONTROL.—The Secretary of Agriculture is authorized to cooperate with the Governments of Mexico, Guatemala, El Salvador, Costa Rica, Honduras, Nicaragua, Belize, Panama, Colombia, and Canada, the Bahama Islands, the Greater Antilles, and the Lesser Antilles, and with inter-

national organizations or associations in carrying out operations or measures to eradicate, suppress, or control, or to prevent or retard, any communicable disease of animals or vectors thereof, including but not limited to foot-and-mouth disease, rinderpest, or [screwworm] *screwworm* in such countries where he deems such action necessary to protect the livestock, poultry, and related industries of the United States. In performing the operations or measures authorized in this Act, the Governments of such countries shall be responsible for the authority necessary to carry out such operations or measures on all lands and properties therein and for such other facilities and means as in the discretion of the Secretary of Agriculture are necessary. The measure and character of cooperation carried out under this Act on the part of the United States and on the part of the Governments of such countries, including the expenditure or use of funds appropriated pursuant to this Act shall be such as may be prescribed by the Secretary of Agriculture. Arrangements for the cooperation authorized by this Act shall be made through and in consultation with the Secretary of State. The authority contained in this Act is in addition to and not in substitution for the authority of existing law.

SEC. 2. *USE OF FUNDS.*—For the purposes of this Act and section 11 of the Act of May 29, 1884, as added by the Act of September 21, 1944, insofar as said Act relates to diseases which in the opinion of the Secretary constitute an emergency and threaten the livestock industry of the country, funds appropriated pursuant thereto may also be used for the purchase or hire of passenger motor vehicles and aircraft, for printing and binding without regard to section 87 of the Act of January 12, 1895, or section 11 of the Act of March 1, 1919 (U.S.C., title 44, sec. 111), for personal services in the District of Columbia and elsewhere without regard to the limitations contained in section 607(g) of the Federal Employees Pay Act of 1945, as amended, including the employment of civilian nationals of Mexico, Guatemala, El Salvador, Costa Rica, Honduras, Nicaragua, British Honduras, Panama, Colombia, and Canada, and for the construction and operation of research laboratories, quarantine stations and other buildings and facilities.

SEC. 3. SALE OF STERILE SCREWWORMS.—

(a) IN GENERAL.—Notwithstanding section 1, the Secretary of Agriculture may, independently or in cooperation with any foreign government or any international organization or association, produce and sell sterile screwworms to any foreign government or to any international organization or association, if the Secretary determines that the protection of livestock and related industries of the United States will not be adversely affected by such production and sale.

(b) TERMS OF SALE.—The Secretary may provide for the sale of screwworms under subsection (a) under such terms and conditions as the Secretary considers appropriate.

(c) DEPOSIT OF PROCEEDS.—

(1) INDEPENDENT SALES.—If the Secretary independently produces and sells screwworms under subsection (a), the proceeds of such sales shall be deposited in the Treasury of the United States and be credited to the appropriation from

which the operating expenses of the facility producing the screwworms have been paid.

(2) COOPERATIVE SALES.—If the Secretary produces and sells screwworms in cooperation with a foreign government or an international organization or association, the proceeds of such sale shall be divided between the United States and such government, organization, or association, as determined by the Secretary, and the United States portion of such proceeds shall be deposited into the Treasury of the United States and be credited to the appropriation from which the operating expenses of the facility producing the screwworms have been paid.

SEC. 4. *AUTHORIZATION OF APPROPRIATIONS.*—There are authorized to be appropriated such sums as may be necessary to carry out this Act.

SEC. 5. *COOPERATION WITH PUBLIC AND PRIVATE ENTITIES.*—In carrying out this Act the Secretary of Agriculture is further authorized to cooperate with other public and private organizations and individuals.

SEC. 6. SHORT TITLE.—This Act may be referred to as the "Animal Disease Control Cooperation Act of 1947".

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